

## Message Text

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64

ACTION EUR-12

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TO SECSTATE WASHDC 8610

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C O N F I D E N T I A L MOSCOW 14349

E.O. 11652: XGDS-1

TAGS: CVIS, CSCE, PFOR, PINT, SREF, PINS, UR, GE, GW

SUBJECT: ETHNIC GERMAN EMIGRATION FROM THE USSR

1. WEST GERMAN EMBOFF TOLD US SEPTEMBER 8 THAT ETHNIC GERMAN EMIGRATION FROM USSR CONTINUES AT RECORD PACE WHICH HAS BEEN MAINTAINED THROUGHOUT 1976. SEVEN THOUSAND TWO HUNDRED TWENTY SIX (7,226) ETHNIC GERMANS HAVE RECEIVED EXIT PERMISSION FOR FRG THROUGH AUGUST, A TOTAL 107 PERCENT GREATER THAN NUMBER (348) FOR COMPARABLE PERIOD LAST YEAR AND 26 PERCENT GREATER THAN TOTAL (5752) FOR ALL OF 1976. THE FIGURES BELOW DEMONSTRATE THAT, IF CURRENT AVERAGE RATE OF 903 EXIT VISAS RECEIVED PER MONTH IS CONTINUED THROUGHOUT 1976, TOTAL FOR YEAR WILL BE 61 PERCENT GREATER THAN PREVIOUS RECORD YEARLY TOTAL ACHIEVED IN 1974.

T	TOTAL NUMBER OF ETHNIC GERMANS RECEIVING
YEAR	EXIT VISAS FOR FRG
1970	438
1971	886
1972	3,313

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1973 4,436

1974	6,345
1975	5,752
1976	10,836 (PROJECTED)

2. RATE OF ETHNIC GERMAN EMIGRATION HAS DECREASED  
SOMEWHAT IN TRADITIONALLY SLOW SUMMER MONTHS BUT EVEN RE-  
LATIVELY LOW AUGUST FIGURE (709) WAS EXCEEDED DURING PAST  
TWO YEARS ONLY BY APRIL 1974 (898) AND DECEMBER 1975 (830).

3. ACCORDING TO SOURCE, FRG EMBASSY INTIALLY LINKED  
SURGE IN EMIGRATION THIS YEAR TO UPCOMING WEST GERMAN  
ELECTIONS, BUT THIS EXPLANATION IS NOW DISCOUNTED SINCE  
RECENT MONTHLY TOTALS HAVE DIMISHED AS ELECTION DAY  
APPROACHES. SOURCE NOW BELIEVES THAT SOVIETS HAVE  
PERMITTED INCREASED ETHNIC GERMAN EMIGRATION AS PART  
OF THEIR CAMPAIGN TO BUILD RECORD OF COMPLIANCE WITH  
CSCE PROVISIONS IN ANTICIPATION OF 1977 BELGRADE REVIEW  
CONFERENCE.

4. PROVISIONS OF CSCE MAY NOT, HOWEVER, BE ENTIRELY  
AUSPICIOUS FOR LONG RANGE PROSPECTS OF ETHNIC GERMANS  
WHO LACK CLOSE RELATIVES IN FRG. WEST GERMAN EMBOFF  
TOLD US THAT PERCENTAGE OF ETHNIC GERMANS EMIGRATING ON  
BASIS OF DISTANT OR QUESTIONABLE FAMILY CONNECTIONS  
IN FRG HAS DECREASED FROM ABOUT 25 PERCENT OF TOTAL EMIGRATION  
FIGURE IN 1975 TO ABOUT 12.5 PERCENT DURING 1976.  
SOURCE BELIEVES THAT SOVIETS MAY BE USING FAMILY RE-  
UNIFICATION LANGUAGE OF CSCE TO DENY EMIGRATION TO  
PERSONS WHO LACK CLOSE (DEFINED AS MOTHER, FATHER,  
BROTHER, SISTER, SON, DAUGHTER, WIFE, HUSBAND) FAMILY  
CONNECTIONS IN FRG. THIS RESTRICTIVE DEFINITION OF  
PERMISSIBLE EMIGRATION COULD PLACE  
MORE EASILY ENFORCEABLE LIMITS ON TOTAL NUMBER OF  
ETHNIC GERMANS WHO MIGHT CONCEIVABLY EMIGRATE. MOREOVER,  
SUCH LIMITS COULD EVEN BE JUSTIFIED AS BASED ON STRICT  
COMPLIANCE WITH CSCE FINAL ACT.

5. COMMENT--PREDICTIONS OF FUTRE SOVIET RESTRICTIONS  
ON FLOW OF EMIGRATION TO FRG AND OTHER CSCE SIGNATORIES  
SEEM TO US PREMATURE IN LIGHT OF SIGNIFICANT INCREASES  
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IN RECENT EMIGRATION RATES. MOREOVER, EVEN UNDER A  
RESTRICTIVE SOVIET DEFINITION OF FAMILY REUNIFICATION,  
THE LARGE NUMBER OF ETHNIC GERMANS NOW EMIGRATING WILL  
LEAVE BEHIND A SIGNIFICANT POOL OF CLOSE RELATIVES  
WHO COULD BECOME EMIGRANTS IN FUTURE. IT SEEMS  
LIKELY THAT INCREASED RATES WILL BE SUSTAINED THROUGH  
BELGRADE CONFERENCE AS PART OF BROAD SOVIET EFFORT TO  
SHIFT BURDEN OF PROOF CONCERNING CSCE COMPLIANCE FROM

USSR TO WEST. NEVERTHELESS, LONG RUN SOVIET PRACTICE  
WILL ALMOST CERTAINLY BE TO READ LETTER OF FINAL ACT  
VERY CLOSELY AND TO INTERPRET ITS FAMILY REUNIFICATION  
PROVISIONS AS NARROWLY AS POSSIBLE.

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